

**PILOT LOCAL
GOVERNMENT
PARTNERSHIP PROGRAM**

**CITIZEN PARTICIPATION
AND MUNICIPAL
OUTREACH STRATEGY
MODULE**

Prepared for



East European Regional Housing Sector Assistance Project
Project 180-0034
U.S. Agency for International Development, ENI/EEUD/UDH
Contract No. EPE-C-00-95-001100-00, RFS No. 616

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January 1997
UI Project 06610-616

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CITIZEN PARTICIPATION AND MUNICIPAL OUTREACH

A BEST PRACTICES GUIDE

EXECUTIVE SUMMARY

The Best Practice Guide that follows this summary provides guidance for mayors and local government officials in Poland on citizen participation and municipal outreach activities. The Guide begins by defining citizen participation as the meaningful involvement of private citizens, non-governmental organizations (NGOs), business people, and formal and informal citizen's groups in local government affairs. Municipal outreach refers to the capacity of the gmina to communicate effectively with its citizens and with local groups. This includes defining and clarifying information to be communicated and having the skills and tools to reach out and involve others in two-way communication processes.

This guide provides gmina staff with a discussion of the benefits of citizen participation. It essentially proposes that good citizen participation improves the effectiveness of local government while helping the citizenry become more responsible and better partners with the government in serving their needs.

A number of basic principles are proposed as a framework for citizen participation. In essence, these principles suggest that citizens and government interact best when they are working together on common problems.¹ Additionally, effective communication is seen as essential *within* the gmina government and *between* gmina officials and citizens if they are going to work together productively.

Having established benefits and principles of citizen participation and municipal outreach, the guide provides suggestions for ways to establish an assertive outreach program. Recommendations to expand the gmina's communication channels include focus groups, surveys and a series of communication tools. The suggestion is made to establish transparent mechanisms for using NGOs and other groups to expand the reach of local government by using these groups to accomplish key initiatives and tasks which are important to local citizens. A series of suggested training activities for improving local officials and citizen's groups skills for participation are described.

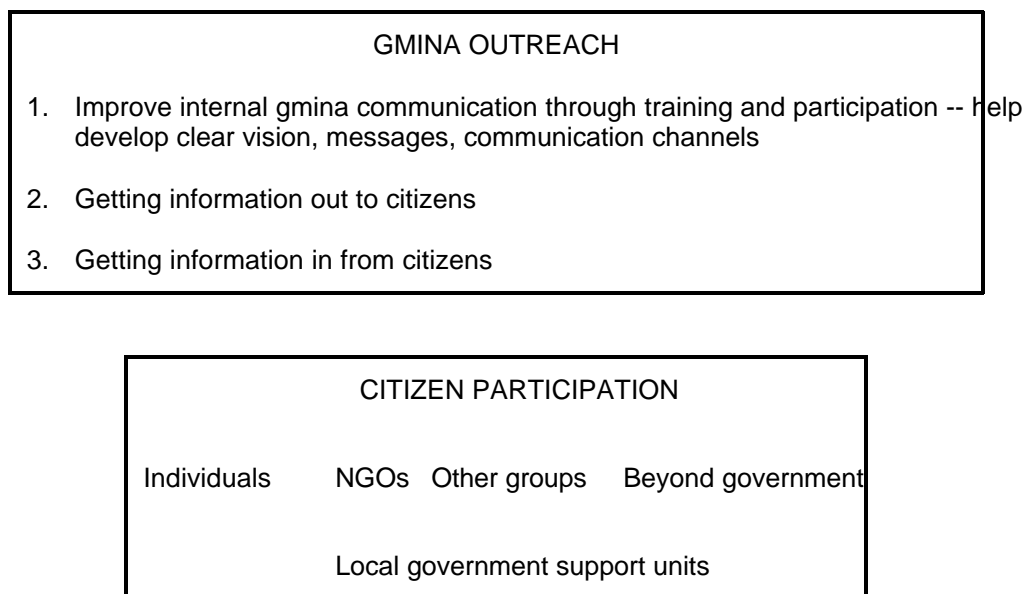
Finally, the guide describes a series of steps in which citizen participation can be conceived, planned and acted upon while work is being conducted in one or more of the other technical implementation areas of the pilot LGPP.

¹For purposes of the USAID Pilot Local Government Participation Program (LGPP) most of the common problems are issues that will be addressed by the technical assistance activities of the other project's components (Strategic Management, Economic Development, Housing management, Land Management, Infrastructure Financing and Development, Municipal Services and Enterprises). Therefore, citizen participation work will be carried out in conjunction with project activity. Integration with other components is the principal mechanism for implementation.

OVERVIEW

This component of the Pilot Local Government Partnership Program (LGPP) is aimed at increasing citizen participation by providing various kinds of training, tools and techniques to enhance municipal outreach and communication. Citizen participation is defined as meaningful participation of citizens, NGOs, business people and other local organizations (formal and informal) in local government affairs. While there are many different ways to broaden citizen participation (e.g., strengthen NGOs as in the AED's Democracy Network Project), the focus of this part of the Pilot LGPP project is to strengthen the municipalities' ability to encourage and stimulate participation where it does not yet exist and build on it where it does exist. The best outcome of work in this module would be a situation where local government regarded and treated citizens, NGOs and business associations as partners in creating a vibrant civic enterprise.

Our approach to citizen participation starts with gmina outreach, which involves improving internal communication first, and then builds on that to improve external communication (assuming always that communication is a two-way process). Improved communication then serves as the basis for a range of ways in which the gmina can stimulate citizen participation. This process might be depicted as follows:





WHY INCREASE CITIZEN PARTICIPATION THROUGH OUTREACH: WHAT ARE THE BENEFITS

Increasing citizen participation through outreach in the Pilot LGPP will result in a number of benefits for the mayor and the gmina:

- ! *Citizen participation helps create the conditions for empowered citizens --* This is an important democratic principle, that when citizens get genuinely involved, they begin to feel empowered and take responsibility for making their locality a better place. They “own” their town, see the local government as “theirs”, and begin to assume some responsibility for making things work at the local level. This all results in more effective local government. This constitutes a significant departure from the past, where local government was not a serious factor, where things were run centrally from the top down, and where even the “participatory” activities were not genuinely participatory. Empowered local citizens in a decentralized structure represent one of the key building blocks for democracy in Poland.
- ! *Greater citizen involvement and outreach makes the local government perform better --* Helping gmina government to reach out and get citizens involved will inevitably cause government officials to perform better. In order to reach out, they will need to enrich their own communication skills, understand local municipal direction, undertake methods of increasing citizen participation, listen more, provide more information, be influenced by citizens, and ultimately see citizens as “customers”. This results in better city government, which is more energetic, committed and accountable.
- ! *Citizen participation results in better local problem analysis and plans --* Increased input from people who have a stake in local social, economic and infrastructure issues will mean better analysis of problems and enhanced quality of plans developed to deal with issues. People closest to the problems like unemployment, solid waste disposal or crime know more about impact than anyone else, are more driven to solve problems, and more likely to use outside resources well to arrive at solutions. The process is reality-based and change is driven from the bottom up. When genuinely involved, people will have the information to assess their needs against the needs of the larger community. Moreover, it also may encourage and permit them to use their skills and talents to make contributions on commissions or task forces to make the municipality work better.
- ! *Involvement creates ownership, and increased ownership means plans are more likely to get carried out --* When citizens are involved in possibilities or problems, are consulted about issues or contribute to plans, they will then begin to exhibit greater ownership and get more invested in carrying out plans. They will begin to say “we are doing this” as opposed to “you must do it” or “you are failing”. Even if this process takes longer and is not as smart or elegant as an “expert” can conceive, the end result

is participative solutions will be more likely carried out, lasts longer, and become appropriately adapted. This is because people want their solutions to work, and eventually they succeed. Broader ownership also means that plan implementation is more likely to transcend political changes brought about by new elections.

- ! *Participation increases real practical education of civic affairs --* In the long run, greater involvement in civic affairs serves to raise people's consciousness about all of the complexities and choices to be made about key economic and municipal development and social issues. By itself, this is good, and it will help the mayor and gmina officials assess issues and make decisions as citizens can understand more and help with the complexity, rather than simply opposing or complaining in a more simplistic manner.

PRINCIPLES OF EFFECTIVE CITIZEN PARTICIPATION AND MUNICIPAL OUTREACH

There are several principles which form the basis for this components approach to citizen participation and municipal outreach:

- ! *Integrating² citizen participation and outreach into other initiatives (e.g., economic development or improving municipal services) is the best way to proceed --* An integrated approach works better and people take participation seriously (if it is genuine) because they are interested in discussing and contributing to solutions for real life issues like water, waste disposal, a clean environment, unemployment, crime, good schools and so on. So, the principle behind our approach is to attack whatever key local issues are most important, but use appropriate opportunities to reach out and involve citizens from the beginning in these local initiatives. While increasing the likelihood of solving this problem, it also can be used to teach the skills of participation.

This integrated approach is also more economical since there is not much public money at the gmina level, and what there is tends to be for infrastructure. In most cases, it is unlikely that funds would be allocated for enhancing citizen participation by itself. Besides, working on real issues while enhancing participation makes the learning real.

²For purposes of this pilot project, an integrated approach implies a project team made up of individuals representing different technical disciplines who work closely together to analyze problems and generate and carry out solutions in ways that are consistent with each other or build on one another. For example, a city faces the situation where an economic plan is needed and citizen participation is low generally. Rather than working on each problem separately, an integrated approach means that an economic plan would be developed using various techniques to increase citizen participation, and that the project team assigned to assist this particular city would integrate different disciplines in order to help the city carry out an integrated approach.



- ! *Outreach skills are identifiable and learnable* -- Genuine participation does not happen automatically or because someone says it is happening. It is also more than publishing materials, simply having a meeting or waiting for citizens to comment on something. There are many subtleties to it. Outreach takes skills and know-how, and thoughtful planning. But it is possible to create structures and make them work with the right kind of skills, knowledge and attitudes. All of the following are effective outreach skills and they are “learnable” by gmina employees -- designing and running participatory meetings, gathering information through interviewing or moderating focus groups, creating effective messages, giving presentations, taking input and letting it influence decisions appropriately, communicating about decisions and how they were reached, and so on.

Becoming accomplished at these skills takes practice and reassessment, but people can become quite good at them. And, the outreach skills training that gmina officials need to have will be more effective when it happens right before or during important participatory activities around key local problems.

- ! *Municipal government communication is a key element of outreach* -- We see communication as a two-way process; the mayor and other municipal employees must seek and get information as well as give it, and must be influenced *by* citizens as well as exerting influence *on* citizens. Also, communication will be *greatly improved* if more information is communicated proactively using different and varied channels. That is to say, it is not enough to publish the budget and assume that communication has happened.
- ! *Effective communication starts from the inside out* -- In order to be effective in the outreach area, gmina employees must be clear about the local government’s mission, direction, values, how it wants to serve customers, and how it intends to communicate that. This knowledge base, and the ability for employees to have some influence about these issues, provides confidence for gmina managers and staff that they are doing the job right, and going in the right direction. This expedites two way communication. Without a sense of clear direction and some enhanced communication skills, municipal employees are more likely to be threatened by citizens and citizen’s groups. There is a great deal of research in many different countries which shows how important communication is, how important it is to use many different communication channels and how crucial all this becomes in times of change.

ESTABLISHING AN ASSERTIVE OUTREACH PROGRAM

An assertive outreach program is a series of specific actions that gmina officials can carry out to actively involve others in local government and begin to take action. We recommend the following actions to establish an assertive outreach program:

- ! *Get more city employees communicating about gmina government -- soliciting questions and input from citizens, giving clear messages and providing information through an expanding number of communication channels.*

Expand the channels of communication by training department heads (and/or other city employees) to become positive municipal spokes people on one hand, and to get better at soliciting information and using it appropriately on the other. Through this training, municipal employees would begin by participating in discussions to develop and agree on key vision elements and messages they want to communicate to citizens about how the city wants to operate and be seen now and in the future. For example, how the city wants to approach the issue of customer orientation could be discussed, the city's specific level of commitment to seeing citizens as customers could be agreed on, and messages could be developed to engage municipal employees in communicating in the future.

The training would deal with issues like vision, developing a customer orientation, generating clear messages, making presentations, listening and drawing out the views of others, working citizen views into how the local authorities see their vision and orientation to customers, and dealing with the media. It would also deal with the Mayor's special legal role in certain kind of communication matters.

- ! *Support the growth of the "third sector" (NGO's, business associations and other local groups)*

There has been a tremendous growth of NGO's in Poland since 1990 (there are over 40,000 NGO's in Poland at present). Business associations have grown at a slower pace. Regardless, non-governmental organizations, whether formal or informal, have an important role to play in the citizen participation arena. However, any growth in the "third sector" has happened without active support from municipal government. Indeed, local governments presently appear to have somewhat of an ambivalent attitude about the growth of "third sector" organizations.

It will be important to create an environment that supports involvement of NGOs as gmina partners. This will include establishing the legal and regulatory mechanisms to create transparent funding processes and have clear contracting mechanisms in place so that agreements can be made with NGOs and other citizen groups to extend the role of local government. The benefits of this to local government will be that



these groups will be able to effectively get work done while improving the image of local government in the eyes of citizens.

! *Expand the Mayor's communication channels with the media.*

At present, it appears there is a good deal of media activity in many gminas and voivodships in general, and there is media interest in municipal affairs. This provides the opportunity for the Mayor to communicate more using media channels. Therefore we recommend that the Mayor holds biweekly press conferences and hosts or participates in a periodic radio or television "talk show" where citizens could call in directly with questions for the Mayor. These media activities could be preceded by media training for the mayor (and any other key city employees who might be communicating more with the media).

Both of these devices -- the press conferences and the talk shows -- can be very useful in expanding communication with citizens and creating greater openness and transparency. Of course, it does take some special skills to participate in media events effectively and confidently, and these will be addressed in the media training which will deal with the following: refining key messages to deal with different issues, taking control of interview situations, the role that verbal and non-verbal behavior plays in interview situations, handling difficult questions, etc.

! *Use focus groups and customer surveys as a way for local governments to explicitly reach out for better data about citizen perceptions.*

There is a need to get data from "regular" (i.e., non-participating) citizens, to get beyond the tendency for negative views to be the only ones now that get heard by city authorities. It is not unimportant to listen to complaints or special interest groups; indeed, it is very important that all voices be heard, that everyone has some channels to communicate and influence municipal government. However, it is important that one segment of society not be the *only* one that is heard, as is the case now. If this continues, it can lead to inaccurate conclusions about citizen views.

Therefore we recommend that a small number of city employees be trained in how to conduct informal focus groups which we see as a practical, economical, everyday approach that can be used to gather valuable information from the community. While the primary benefit of focus groups is to gather information from a broad range of citizens and go beyond the almost exclusive input of negative, special interest groups, and, there is at least one other important benefit: Focus groups with trained city employees as moderators demonstrate the municipality's interest in what the community is thinking and feeling. It indicates explicitly that the mayor and gmina staff are listening.

The focus group training would help “lay” people (i.e, city employees who might not be professionally trained focus group moderators) learn how to plan, conduct, and analyze the data from focus groups.

There are many examples in Poland where gminas are productively soliciting citizens opinions. Two cases are described below.

In Krakow, 28 people representing different city government levels and departments conducted telephone interviews with 300 respondents. Although municipal staff were initially reluctant to make the calls because they were somewhat intimidated by the public, once they got underway, they found the responses very interesting and that the major problem was how to end the calls. Citizens “were delighted that the City would call and ask their opinion on issues”. The report concluded that “citizens are interested in participating in decisions....when sincerely offered an opportunity to express their opinions”. See *“Final Report: Municipal Development Program in Krakow”*, July 1995, ICMA Consortium Report.

In Gliwice (population 216,000) public opinion is used to drive budget decisions, some municipal outreach programs and other activities. The municipality gathers data informally through questionnaires in the home delivered “City Magazine”, via a special call-in line, and in person at the City Hall Customer Service Center.

In 1994 and 1995, a city survey was conducted with the assistance of a local research firm. Interviewers questioned 1,100 respondents on a range of subjects including municipal services, infrastructure needs, housing, taxes and confidence in municipal administration. The survey is statistically representative of the population and is allowing the gmina to benchmark and track key community indicators. Some budget decisions have been affected by the data from these surveys

ASSERTIVE OUTREACH TOOLS

There are certain tools which can emerge from the assertive outreach section of the program which would enhance the mayor and the gmina’s capabilities to communicate and create an enabling environment for effective citizen participation:

- ! *Social surveys to gather citizen perceptions* -- a gmina survey could be developed from some of the work done in Krakow and Gliwice and tested during the initial data gathering stage of the work with the various pilot municipalities. This would provide useful baseline data about citizen perceptions of gmina services and needs, which could then be factored into the decision making processes. This survey would provide a useful addition to the various financial tools being developed during the pilot LGPP. Among other services, this instrument could also assess perceptions of citizen participation and municipal outreach. The ultimate goal would be to have the gmina be able to administer the survey and interpret the results.
- ! *A guide to assertive outreach* -- Finally, a *guide* might be developed dealing with the whole area of what we have labeled “*assertive outreach*”, or “changing the way the



local government communicates with citizens”. Such a guide would offer specific suggestions on different channels for gmina communications (both external and internal), and what type of communication training works best, who should get what kind of training, and what kind of impact might be expected, given a specific training intervention. This guide would certainly build on the work that has already been done in Poland, and could include descriptions of communication techniques like telephone surveys, open meetings and hearings, focus group surveys, radio and tv call in programs, guest columns and articles for newspapers, direct mail questionnaires, developing service guides and so on. This might be divided into categories around cost and results, so there would be no cost, low cost, moderately expensive and expensive, in order to respond to different size gminas who have different budget resources.

INTEGRATED APPROACH TO CITIZEN PARTICIPATION

While an assertive outreach program is conducted, we also recommend integration with selected strategic activities (such as housing programs, municipal improvements, economic development activities etc.) that meet citizen and gmina-defined needs. This will help change the way the local municipal government reaches out and communicates with its citizens as it goes about its project work.

While this approach would play an integral role in development activities, it would also provide a stronger communication base for the local municipal government in general, and would thus have benefits for all local government activities. The end result, if carried on over time, will be enhanced citizen participation and greater trust in government affairs.

In one way or another, citizen participation and municipal outreach cuts across all other parts of the project and, in an ideal world, should be a part of each pilot city intervention. Overall, the most effective citizen participation program would be well-integrated and involve a series of fairly short (approximately one week) interventions over a longer period of time (e.g., one year). We see this as the best way to sustain improvements and build or enhance local capacity at the same time. What follows is a description of how such an approach might occur. Steps to integrate strategic activities and citizen participation are:

! *Initial data gathering, analysis and planning.*

The Pilot LGPP program would organize and send a team of consultants to a pilot city requesting assistance. The team will be mixed, consisting of individuals bringing different disciplines to bear on the situation. In the municipality, the Pilot LGPP consultant team will meet municipal staff, do interviews, review readily available data, use some core assessment tools developed by the Pilot LGPP modules that are part of this initial stage (e.g., the Basic Gmina Financial Analysis model and a social survey to determine citizen views at the local level), and achieve preliminary shared

agreement on problems and issues. To complete the first intervention, a final meeting is held by the team and the mayor and staff to review results, and agree on possible courses of action

The team will then produce a short report which summarizes results, including agreements reached in the final meeting, and suggests a possible course of action. Further data gathering or actions that gmina staff might take before the next meeting could also be included.

! *Planning Meeting with Mayor and City Officials*

The next meeting examines and defines strategic options and actually lays out the plan for assistance which should be seen as being a series of short interventions by the Pilot LGPP consultants over an extended period. This meeting should be short, one to two days or so, and it should occur three or four weeks after the first visit. At this point, specifics would be agreed to, and in the time between the first and second step, participants would have had the opportunity to gather and analyze any further data and consider necessary resources and get approvals from key sources (e.g., municipal budget, Pilot LGPP funds).

! *Developing a Citizens' Working Group and Plan³*

The next intervention, four to six weeks later, is a serious planning step, developing an overall integrated and strategic development plan. We recommend a particular approach which focuses on key issues generated by the analysis stage, and integrates citizen participation as well as appropriate other Pilot LGPP modules to generate an inclusive and transparent approach to development. Since the issues (e.g., economic development, infrastructure, housing) will be developed in concert with the Mayor and based on real data collected from the gmina, they will be important to the gmina government and to its citizens. People will take them seriously. With the right kind of technical support, elements of citizen participation can be brought to bear to address the identified issues.

In this step, we recommend that the goal be to develop a *strategic plan or vision* which has input from and is widely accepted by all parts of the community as a blueprint for development. Special outreach steps will have to be taken to get people to participate in this work. All too often, the mayor or local planners say they invite people to participate by publishing documents or plans, and that no one "participates" by commenting on them. What we are proposing below recommends actions that will create participation from the beginning, and that will help city officials to see as

³While the exact nature of the problems to be addressed needs to be based on local data and conditions, we anticipate that economic development will be a part of most interventions with pilot cities.



legitimate reaching out and involving citizens, NGOs, and business people in these activities.

One specific step to do would be to create a Working Group(s) which represents key stakeholders in the community. (or add citizens to existing groups if they already exist) Exactly what the working group is called should be left up to the local gmina and will be based on the problems under consideration -- it could be an economic development commission or local development working group or a housing and land use planning working group.

How this working gets formed, how the charter gets created, who is selected to serve on it, and how it conducts its first meeting and subsequent meetings is critical. Given the experience of the past in local government, any start-up actions which are not done thoughtfully and transparently will increase the likelihood that citizens will be cynical about the Commission's work and effectiveness.

Although the utilization of working groups will certainly broaden participation, we see other important opportunities for citizen involvement. With appropriate assistance, the key working group (e.g., a Gmina Working Group for Local Development) could organize and play a lead role in carrying out one or two expanded meetings in which input could be sought from large number of community players.

Once the working group begins its work and has formulated initial direction and agreement about its operation and roles, it can then have as one of its functions the development and implementation of these expanded Strategic Planning meetings. Depending on the size of the gmina and the degree of prior citizen participation, one or two of these meetings could be held. Each meeting may include between 100-200 local participants chosen in a way that reflects an economic cross-section of the community. Each meeting would last between one and two days.

Running large strategic planning meetings like this will require some special tools and techniques, especially given the perceived tendency of citizens to defer to authorities on one hand, or to argue over or be negative about a special interest on the other hand. Technical assistance can be provided to help gmina officials and others stimulate interest in the meeting, get people to come, design the meeting, facilitate the meeting, integrate outcomes into the deliberations of the ongoing working group, and communicate about the results.

[On the last page of this guide, there is a case of a very similar process which was used quite successfully in the city of Zelow.]

! Subsequent Technical Assistance and Coaching Interventions

During subsequent visits, the team reviews progress made by the commission (and subsequent spin-off task forces) and gmina staff, suggests mid-course corrections, assists with some direct tasks as appropriate (e.g., some team members might help design and assist in the facilitation of a commission or task force meeting), and provides input into the work program for the next period. The team might also continue to provide coaching input or advice for those gmina staff, commission members, or task force leaders who might be playing a lead role in key activities (for example, conflict management or negotiations training for those involved with leading meetings, task forces, or groups). Several TA and coaching visits might take place over the course of a year.

CITIZEN PARTICIPATION TOOLS

As a result of real experience working in an integrated manner at the local level in Poland with the first few partner gminas, *a guide to starting and running a working group* can be developed, including sample criteria for choosing people, preparing a charter, getting ready for and running the first (and subsequent meetings) and communicating about results. In addition, a similar guide for running expanded strategic planning sessions can be developed.

THE CASE OF CITIZEN MOBILIZATION IN THE GMINA OF ZELOW

[This brief description is based on a paper written by Krzysztof Chmura, at the time the Deputy Mayor of Zelow, and adapted by Dorota Szkodny-Ciotek]

The widely accepted 'philosophy' in the development strategy in gmina Zelow was the conviction that there must be maximum support given to entrepreneurship activities, since it is the economic changes which bring about and allow innovations to be introduced in other areas. The goal was to integrate local entrepreneurs, and to establish three institutions: a Business School, a Foundation for the Development of Gmina Zelow, and the Centre of Entrepreneurship as the business incubator. The local authorities in Zelow saw the need to integrate all previous efforts and initiatives concerned with local development into one program in which the overall development strategy would be clearly determined.

In the gmina's approach, *special emphasis was placed on getting widespread citizen participation in the development of the Zelow Plan for Local Development (LPR)*. Behind this idea were two firm beliefs: 1) that it was the lack of faith on the part of citizens and local authorities that their actions would end successfully, which was responsible to a great extent for the overall crisis in the gmina, and 2) that there are people in the gmina with the necessary skills and willingness to work to solve local problems. Thus, the plan emphasized that citizen participation around the idea of the development of Zelow is one of the most important elements in the approach (all activities were to be coordinated by the Foundation for Zelow Development).

The Zelow Plan for Local Development had several stages. During the first phase, a team prepared the draft of the LPR which stated the goals, the potential partners, and their role in the program. This was discussed with the key partners. During the second phase, the residents were invited to participate in a conference devoted to discussing the development of the strategy. The third and the fourth phase covered the period of extensive meetings of the groups which wanted to constitute teams, the time of choosing the leaders, learning about their skills and previous work, and conducting SWOT analyses of the problematic areas.

The organizers prepared for the conference very carefully, the participants (around 90 people) were transported to the meeting site, had plenty of opportunities to discuss things among themselves and in public. The goal of the conference was stated clearly from the start so everybody knew why he/she was there. The conference turned out to be an 'explosion of energy' - everybody spent 12 hours working everyday. During the next phase, the teams sought alternative ideas to solving the problems, worked out strategies, revised the plan shared of the project with the people. The actual paper was posted in the gmina so everybody could read it and make comments.

During all the phases the teams analyzed the positives and the negatives, successes and failures. Among the successes, they put the widespread promotion of the program, the very 'fruitful' conference, the effective methodology, and the creation of the 'movement' around the idea of 'Zelow development.' Among the negatives, they pointed out a very low participation of the local farmers, the decrease in the respondents' 'energy potential' after the first conference and the inability to get it high again, and the rate at which the work was done which was considered too quick.

The overall conclusion drawn by team leaders from the creation of this strategy was that when you offer a clear methodology and the goal of action, it is possible to generate an effective social movement and bring out the 'hidden' energy of the citizens. It may be that an outside consulting company would produce a better development strategy, but the plan that was produced with the cooperation with the citizens had a much greater value for the citizens of Zelow (they call it 'their program'). It was also argued that a program developed together with citizens will be easier to implement, and since it was going to be implemented by the independent Foundation, it should prove stable and should not react to the changing local government politics in the meantime.

PILOT LGPP COMPONENT APPROACH

CITIZEN PARTICIPATION AND MUNICIPAL OUTREACH⁴

OVERVIEW

This component is aimed at increasing citizen participation by providing various kinds of training, tools and techniques to enhance municipal outreach and communication. For purposes of this component, increasing citizen participation includes expanding genuine participation of citizens, NGOs and business people in local government affairs. While there are many different ways to broaden citizen participation (e.g., strengthen NGOs as in the AED's Democracy Network Project), the focus of this project is to strengthen the municipalities' ability to encourage and stimulate participation where it does not yet exist and build on it where it does exist. The best outcome of work in this module would be a situation where local government regarded and treated citizens, NGOs and business associations as partners in creating a vibrant civic enterprise.

GMINA OUTREACH

1. Improve internal gmina communication through training and participation -- help develop clear vision, messages, communication channels
2. Getting information out to citizens
3. Getting information in from citizens

CITIZEN PARTICIPATION

Individuals NGOs Other groups Beyond government

Local government support units

⁴The module originally included the term "public relations", which has been changed to "municipal outreach." This was done because the term itself has come to be associated with communications efforts that are launched to patch over problems ("put a happy face on screw-ups" as one CEO in the US put it). In Poland, there is a tendency on the part of local municipal officials to view citizen participation as releasing plans developed by the Mayor or planners to citizens, and public relations is seen as what you need to say to keep citizens from complaining too much. "Municipal outreach" is meant to communicate that the local municipality has a responsibility to be assertive about stimulating genuine citizen participation.



The diagram above describes the relationship between local government and organized civic groups in the process of outreach and citizen participation. Citizen participation is defined as the meaningful involvement of private citizens, nongovernmental organizations (NGOs), business people, and formal and informal local organizations in local government affairs. Municipal outreach is the capacity of the gmina to communicate effectively with its citizens and groups. This includes defining and clarifying information to be communicated and having the skills and tools to effectively reach out and involve others, as well as communicate within the local government structure with gmina staff.

In one way or another, this component cuts across all other modules and, in an ideal world, should be a part of each pilot city intervention. Overall the recommended program involves a series of fairly short (approximately one week) interventions over a longer period of time (e.g., one year). We see this as the best way to sustain improvements and build or enhance local capacity at the same time.

Each intervention with partner cities would utilize a mixed team, cutting across Pilot LGPP components and disciplines. As explained later in more detail in the Specific Approach section, the use of mixed teams would help to insure program integration in each municipality. As part of the citizen participation and municipal outreach program, there would be an initial skill enhancement training program for a cadre of Polish consultants from a variety of organizations. The training would continue as part of the mixed team activities during subsequent interventions⁵.

We also envision that tools or models in the citizen participation and outreach component can be developed as part of the first three to five pilot city interventions. There are clearly good approaches and methods to be found in the literature and from other programs, many of which have been translated into Polish. The real issue is how do these approaches actually work at the local level in Poland with municipal officials; what works best, what needs to be adapted, what should be avoided, and what can be extracted and made into a tool or guide. This can only come about through the actual application of methods and drawing on the experience of the first several interventions. Possible tools are suggested in this approach.

This approach section of the module is organized as follows: First, the steps in a typical partner city integrated intervention are described. Next, and peculiar to this module, an approach to developing an “assertive outreach” program is described. Finally, tools that can be developed as part of the overall approach are described in the last section. There is at least one caveat to keep in mind when reading this approach: while we do not mean to be prescriptive about the approach of all modules, we do wish to spell out what is from our perspective an ideal way to carry out *integrated interventions* that include citizen participation. Clearly, the approach would differ if assistance were requested for only one module, or if citizen participation were the only module involved.

⁵See Section three for more details on the consultant training approach.

ESTABLISHING AN ASSERTIVE OUTREACH PROGRAM: HELPING TO CHANGE THE WAY THE LOCAL MUNICIPAL GOVERNMENT COMMUNICATES WITH AND INVOLVES ITS CITIZENS

An assertive outreach program is a process that gminas actively engage in to establish communication linkages with citizens. There are two premises behind this: First, communication will be greatly improved if more information is communicated proactively using different and varied channels; second, communication is a two-way process -- the mayor and other municipal employees must seek and get information as well as give it, and must be influenced *by* citizens as well as exerting influence *on them*.

Specifically, we recommend the following:

- ! *Get more city employees communicating about gmina government -- both soliciting questions and input from citizens and giving clear messages and providing information.*

Expand the channels of communication by training department heads (and/or other city employees) to become positive municipal spokespeople on one hand, and to get better at soliciting information and using it appropriately on the other. Through this training, municipal employees would begin by participating in discussions to develop and agree on key vision elements and messages they want to communicate to citizens about how the city wants to operate and be seen now and in the future. For example, how the city wants to approach the issue of customer orientation could be discussed, the city's specific level of commitment to seeing citizens as customers could be agreed on, and messages could be developed to engage municipal employees in communicating in the future.

Besides helping city employees clarify their approach to issues like customer service, this communications training would add skills to key city employees and empower them to communicate on regular city affairs to citizens. This will serve to expand the municipal communication base, which now may be overly dependent on the mayor.

The training would deal with issues like vision, developing a customer orientation, generating clear messages, making presentations, listening and drawing out the views of others, working citizen views into how the local authorities see their vision and orientation to customers, and dealing with the media. It would also deal with the Mayor's special legal role in certain kind of communication matters.

- ! *Support the growth of the "third sector" (NGO's, business associations and other local groups)*



There has been a tremendous growth of NGO's in Poland since 1990 (there are over 40,000 NGO's in Poland at present). Business associations have grown at a slower pace. Regardless, non-governmental organizations, whether formal or informal, have an important role to play in the citizen participation arena. Indeed, there may be some community problems that could better be solved by NGOs, and involving them in these areas will help cement the local government-NGO partnership. However, most growth in the "third sector" has happened without active support from municipal government. Indeed, many local governments presently appear to have somewhat of an ambivalent attitude about the growth of "third sector" organizations.⁶

It will be important to create an environment that supports involvement of NGOs as gmina partners. This will include establishing the legal and regulatory mechanisms to create transparent funding processes and have clear contracting mechanisms in place so that agreements can be made with NGOs and other citizen groups to extend the role of local government. The benefits of this to local government would be to enable effective work accomplishment while improving the image of local government in the eyes of citizens.

Training activities aimed at changing attitudes about NGOs and business associations (and other civic groups) so that municipal employees see them as partners in the democratic process should be conducted. Beyond attitudinal change, these municipal workers can be given tools and techniques to provide appropriate support and encouragement for local non-governmental organizations.

One tool, for example, is to establish cooperative agreements between the local municipality and the local NGO community. This builds upon the work done by the DemNet project (refer to section 3 below for a description of the DemNet project). The Regional Information and NGO's Support Center in Gdansk has growing experience in fostering cooperative agreements like this, the aim of which is to create a stable, transparent relationship between the local municipality and NGO's.

! *Expand the Mayor's communication channels with the media.*

At present, it appears there is a good deal of media activity in many gminas and voivodships in general, and there is media interest in municipal affairs. This provides the opportunity for the Mayor to communicate more using media channels. Therefore we recommend that the Mayor holds biweekly press conferences and hosts or participates in a periodic radio or television "talk show" where citizens could call in directly with questions for the Mayor. These media activities could be preceded by

⁶In an article entitled "*Lekeewazenie czy niedojrzalosc, rzecz o stosunku gmin do NGO's*" by Witold Toczyski (Rocznik No. 1, BORIS, 1995) the author argues that local gminas tend not to respect or finance NGOs. In addition, there is almost a competition between the gmina and NGOs for public attention and involvement in their activities (the author calls it a "fight for souls").

media training for the mayor (and any other key city employees who might be communicating more with the media).

Both of these devices -- the press conferences and the talk shows -- can be very useful in expanding communication with citizens and creating greater openness and transparency. Of course, it does take some special skills to participate in media events effectively and confidently, and these will be addressed in the media training which will deal with the following: refining key messages to deal with different issues, taking control of interview situations, the role that verbal and non-verbal behavior plays in interview situations, handling difficult questions, etc.

- ! *Use focus groups and perhaps customer telephone surveys as a way for local governments to explicitly reach out for better data about citizen perceptions.*

There is a need to get data from “regular” (i.e., non-participating) citizens, to get beyond the tendency for negative views to be the only ones now that get heard by city authorities. It is not unimportant to listen to complaints or special interest groups; indeed, it is very important that all voices be heard, that everyone has some channels to communicate and influence municipal government. However, it is important that one segment of society not be the *only* one that is heard, as is the case now. If this continues, it can lead to inaccurate or skewed conclusions about citizen views. In addition, there is a tendency for local government officials (as well as other experts or authorities) to assume they know what is on the minds of people, so they do not ask. This too is a problem, since the assumed reading of others is not always accurate.

Therefore we recommend that a small number of city employees be trained in how to conduct informal focus groups and telephone surveys which we see as a practical, economical, everyday approach that can be used to gather valuable information from the community. Telephone “customer surveys” done by city employees have been used quite successfully already in at least one Polish municipality⁷, and the use of focus groups would add another face-to-face data gathering technique for gmina officials.

While the primary benefit of focus groups and telephone surveys is to gather information from a broad range of citizens and go beyond the almost exclusive input of negative, special interest groups, there is at least one other important benefit:

⁷In Krakow, 28 people representing different city government levels and departments conducted telephone interviews with 300 respondents. Although municipal staff were initially reluctant to make the calls because they were somewhat intimidated by the public, once they got underway, they found the responses very interesting and that the major problem was how to end the calls. Citizens “were delighted that the City would call and ask their opinion on issues”. The report concluded that “citizens are interested in participating in decisions....when sincerely offered an opportunity to express their opinions”. See “*Final Report: Municipal Development Program in Krakow*”, July 1995, ICMA Consortium Report.

Focus groups with trained city employees as moderators and telephone surveys demonstrate the municipality's interest in what the community is thinking and feeling. These information gathering methodologies indicate explicitly that the mayor and gmina staff are listening, and citizens will participate and appreciate the opportunity when it is genuine.

The focus group and survey training would help "lay" people (i.e., city employees who might not be professionally trained focus group moderators) learn how to plan, conduct, and analyze the data from focus groups and customer surveys. Tools used in the training could build on the survey questionnaire used in the telephone survey by city employees in Krakow.

Synopsis of Training for Local Government Officials

- **How to become a better municipal spokesperson**
Content: Selecting the messages to communicate, Customer orientation, Generating clear messages, Making presentations, Listening, Drawing out the views of others (facilitation), Dealing with the media
- **Working Productively with the NGO**
Content: Attitudes about partnerships, Extending the role of local government, Making transparent agreements and contractual service agreements
- **Public Information Processes for Mayors**
Content: Holding the press conference, Conducting televised talk shows, Refining key messages, How to be interviewed, Responding to difficult questions, The role of non-verbal communication
- **Focus Groups and Customer Surveys**
Content: Issues in data gathering, Keys to successful interviewing, Selecting appropriate samples, Two-way communication processes, Structuring and administering sample questionnaires, How to use focus groups, Conduct and facilitation of focus groups, Use of data from focus groups
- **Formation & Management of Citizen Commissions and Management of Public Meetings (A case Approach to the Economic Development Commission)**
Content: Appropriate selection of commission participants, How to conduct small interactive meetings, How to conduct large interactive meetings, Promotion and communication of public meetings

TOOLS TO SUPPORT THE OUTREACH AND CITIZEN PARTICIPATION COMPONENT

Based on the 3-5 future iterations of the initial assessment stage in different pilot cities, it may be possible to develop a *simple citizen participation and outreach assessment tool*, which would allow Pilot LGPP consultants -- and eventually the gminas -- to assess the present quality of local citizen participation and municipal outreach. The tool could almost be seen as a checklist with key assessment criteria, different ways to collect data depending on local resources, and some advice on how to interpret results. It might assess items like the number and kind of communication channels currently being employed by the gmina, the number of NGOs, the ways in which the city does (or does not) provide assistance to NGO's, the

mechanisms available and the transparency of the mechanisms for NGO funding, the number and function of business associations, and so on. It might also examine whether local officials are actually receiving and somehow accounting for the views of citizens.

In terms of tools in the communication and citizen participation area, as a result of real experience working at the local level in Poland with the first few partner gminas, a *guide to starting and running a Commission* can be developed, including sample criteria for choosing people, preparing a charter, getting ready for and running the first (and subsequent meetings) and communicating about results. In addition, a similar guide for running expanded strategic planning sessions can be developed.

In general, efforts can be made to document closely the way in which two or more components of the Pilot LGPP (e.g., economic development, strengthening municipal services and citizen participation) are integrated to achieve specific outcomes. The kinds of tools and actions that work particularly well can then be distilled into a *practical guide or approach to component integration*. This especially makes sense in the area of citizen participation which tends to cut across all other components.

Documenting the actual practice of generating meaningful citizen involvement in various aspects of the economic development process would be a useful model outcome. For example, which specific techniques work best to facilitate meetings that actually produce concrete outcomes in a participatory manner? What kinds of methods can be used to help people change from being “critics” concerned with one issue to being fuller participants in a positive, forward looking effort with benefits for the whole community? What kinds of actions actually increase trust in the local municipal government as it tries to effect various changes? How can local authorities best communicate concretely how they are using the input of citizens during participatory processes? How can participatory methods best be introduced to a citizen population that is entirely unfamiliar with this approach?

Finally, a *guide* might be developed dealing with the whole area of what we have labeled “*assertive outreach*”, or “changing the way the local government communicates with citizens”. Such a guide would offer specific suggestions on different channels for gmina communications (both external and internal), and what type of communication training works best, who should get what kind of training, and what kind of impact might be expected, given a specific training intervention. This guide would certainly build on the training that has already been done in Poland that is related to participation and that uses experiential methodologies, particularly from materials published by FSLD and DemNet, and use some of the communication tools that have already been tested in municipalities in Poland like the telephone customer survey protocol used in Krakow.

AN INTEGRATED APPROACH: STEPS IN A TYPICAL PILOT CITY INTERVENTION



While the described assertive outreach program is going forward, we also recommend as a parallel activity that strategic programs, carried out in other parts of the LGPP program, be integrated to help improve the way the local municipal government reaches out and communicates with its citizens. Strategic programs described in other pilot LGPP programs are housing, land development, infrastructure improvement, etc. While this approach would play an integral role in development proposed activities, it also provides a stronger communication base for the local municipal government in general, and would thus have benefits for all local government activities. The end result, if carried on over time, will be enhanced citizen participation and greater trust in government affairs.

Initial Data Gathering, Analysis and Planning

Team Formation and Team Planning Meeting

Prior to any assessment work, we recommend a team planning meeting (lasting up to one day depending on the size of the team) involving the actual team members going out to the pilot city to do the initial assessment. This meeting is of crucial importance, as it enables the team to lay the groundwork for agreeing on an integrated approach for the initial data collection, analysis and planning stage. Simply having an integrated team does not guarantee an integrated approach; indeed, it takes explicit thought and attention to marry approaches and assumptions about the work which are grounded in different disciplines. The team planning meeting will also allow for sharing of known Polish resources that might be applicable for this assignment from both the local and the national level. The Pilot LGPP “strategy modules” will provide a good starting point in each instance, and the team’s members can add up-to-date resources as part of the pool.

This team planning meeting might also be extended in many circumstances to allow for some training or transfer of knowledge between the expatriates and Polish consultants.

We anticipate that the actual size of the team would depend on the nature of the initial request from the city, as well as the size and complexity of the municipality. As one example, Sandomierz, a city of about 30,000 people requested assistance initially in two areas -- economic development (with a special interest in land use planning) and citizen participation. In the future, the team that responds to this would include at least four people -- two people for each sector (one expatriate and one Polish consultant). In the citizen participation and municipal outreach area, the Polish resource might be drawn from FSLD, from one of the NGOs or NGO support centers that are part of the DemNet project and which have been doing work that overlaps with the work in Sandomierz, from a local NGO like The Enterprise Promotion and Support Center, or perhaps FISE.

Work in the City

Once out in the city, the Pilot LGPP consultant team will meet the mayor, municipal staff, citizens, and representatives of NGOs, business associations and different important political factions. In addition to interviews, they will review readily available data, use assessment tools developed by particular Pilot LGPP modules that are part of this initial stage, (e.g., the Basic Gmina Financial Analysis Model already tested as part of the Strategic Management Module) and achieve preliminary shared agreement on problems and issues.

As part of the data gathering process, the team will identify any external problems or barriers that could be inhibiting local performance in the citizen participation and outreach area (for example, the mayor is designated by law as the official spokesperson for the city for certain matters, and this may place legal limits on the communications role which other municipal



authorities can play). To complete the first intervention, a final meeting is held by the team and the mayor and staff to review results, and agree on possible courses of action

The team will then produce a short report which summarizes results, including agreements reached in the final meeting, and suggests a possible course of action. The report will identify the appropriate mix of disciplines from each component (which may exactly match the initial assessment team or may be different) and it will identify expatriate and Polish external resources that can be used to help the process. It will also suggest possible other institutions either locally (e.g., a particularly important local NGO which might be discovered during this initial stage) or nationally, that could make contributions. Further data gathering or actions that gmina staff might take before the next meeting could also be included.

It is important to reinforce the notion that this initial data gathering stage should include representative(s) from each of the modules requested by the municipality in order to begin the process, analyze and define the problem and recommend possible assistance *using an integrated perspective*. If, during this stage, it becomes apparent that help from another module would make sense, this can be included before (for planning) and during the next step. For example, the mayor originally may not have requested anything in the area of municipal services, but if the initial assessment indicates that this would be helpful, and the mayor agrees, then this component could be added. Or if the assessment indicates a lack of cooperation between the “third sector” and the local government, then this could get future special attention.

Beginning with this kind of approach will give teams the data they need to allow for local variations. Although this is a general approach no matter what the original request is, the data collection and discussions with the mayor and local authorities will allow the team to calibrate its recommendations for next steps and for technical assistance. It will also allow for the discovery of local resources that might be used in later stages of the development process.

Planning Meeting with Mayor and City Officials

The next meeting examines and defines a “rough cut assessment of strategic options” (Kingsley memo of December 30) and actually lays out the plan for assistance which should be seen as being a series of short interventions by the Pilot LGPP consultants over an extended period. This meeting should be short, one to two days or so, and it should occur three or four weeks after the first visit. At this point, specifics would be agreed to, and in the time between the first and second step, participants would have had the opportunity to gather and analyze any further data and consider necessary resources and get approvals from key sources (e.g., municipal budget, Pilot LGPP funds). This meeting might include all team members, especially if they were in the area providing assistance for other reasons, or it might include the team leader and representatives of the local Pilot LGPP team.

Developing a Working Group and Plan⁸

The next intervention, four to six weeks later, is a serious planning step, developing an overall integrated and strategic development plan. We recommend a particular approach which integrates citizen participation (as well as appropriate other Pilot LGPP modules) at different stages to generate an inclusive and transparent approach to development. Economic development is important to the gmina government and to its citizens. People will take it seriously. With the right kind of technical support, elements of citizen participation can be brought to bear to address strategic issues, and this will have two effects:

- it will make the approach to gmina development better because it genuinely and skillfully involves key stakeholders in the process and
- it will begin to create or enhance a broader base of citizen participation skills and tools at the gmina level (both on the part of citizens as well as local authorities)

In this step, we recommend that the goal be to develop a *strategic plan or vision* which has input from and is widely accepted by all parts of the community as a blueprint for development. Special outreach steps will have to be taken to get people to participate in this work. All too often, the mayor or local planners say they invite people to participate by publishing documents or plans, and that no one “participates” by commenting on them. What we are proposing below recommends actions that will create participation from the beginning, and that will help city officials to see as legitimate reaching out and involving citizens, NGOs, and business people in these activities.

Some specific steps to do this might include the following:

Create an a Working Group Which Represents Key Stakeholders in the Community

There are at least two very important reasons behind the recommendation for a working group. First, it can generate the best ideas for development from a diverse group of people who actually live and work in the gmina and who would play an important role in implementation. Second, it can develop a consensus around a “best approach”, and this broader base of support for action will increase the chances that plans will be carried out effectively. However, these results will occur only if participatory activities are carried out skillfully, and the quality of participation is high, resulting in progress which everyone can see.

How this working group gets formed, how the charter gets created, who is selected to serve on it, and how it conducts its first meeting is critical. Given the experience of the past in local government, any start-up actions which are not done thoughtfully and transparently will

⁸While the exact nature of the problems to be addressed needs to be based on local data and conditions, we anticipate that economic development will be a part of most interventions with pilot cities.

increase the likelihood that citizens will be cynical about the working group's work and effectiveness. For example, one senior manager interviewed as part of Pilot LGPP work in a specific municipality said, in response to the idea of an Economic Development Commission, "Most people are against things....won't they see this as negative from the beginning if it is connected to the local authorities?"

Given that tradition as a context, assistance could be offered in the following areas:

- ! Methods of communicating about the Commission, its formation, its role and inviting ideas of who should be on it.
- ! Developing criteria for selecting people to the Commission
- ! Help in writing a scope of work or charter for the Commission and
- ! Assisting in the design and facilitation of the first working group meeting. This assistance could include the following:
 - before the meeting, work could be done with a small team of three or four people to develop a clear agenda, agree on transparent ways to communicate the agenda and prepare any other materials which would make the meeting go well;
 - before and during the meeting, assistance could be offered in ways to build a shared purpose, insure real and appropriate participation by all members, clarify how decisions will get made and how to support the decision making process, summarize agreements and actions, and decide on how best to communicate results;
 - following the meeting, some assistance could be provided in the area of communicating results, monitoring actions, and integrating this meeting with future meetings.

Assistance could be provided for later meetings depending on an ongoing assessment of Commission meeting progress.

It is through a persistently transparent planning process producing real results which are then communicated widely that the skepticism and negativism about the "local authorities" can be overcome. Successful operation of the Commission will help the community mobilize with a sense of common purpose and objectives.

Expanding Participation in the Planning Process

Although the utilization of a working group will certainly broaden participation, we see other important opportunities for citizen involvement. With appropriate assistance, the working group could organize and play a lead role in carrying out one or two expanded meetings in which input could be sought from a large number of community players.

The benefits of running meetings like this include the following: enhanced participation beyond the city officials and the working group, increased input from people who have a stake in the gmina development process, consciousness raising for all about the complexity and trade-offs of gmina development issues, increased ownership of gmina development plans, and a chance for all to learn some citizen participation tools which can be used for other problems and situations.

Once the working group begins its work and has formulated initial direction and agreement about its operation and roles, it can then have as one of its functions *the development and implementation of these expanded Strategic Planning meetings*. Depending on the size of the gmina and the degree of prior citizen participation, one or two of these meetings could be held. Each meeting may include between 100-200 local participants chosen in a way that reflects a cross-section of the community. Each meeting would last between one and two days.

Running large strategic planning meetings like this will require some special tools and techniques, especially given the perceived tendency of citizens to defer to authorities on one hand, or to argue over or be negative about a special interest on the other hand. Technical assistance can be provided in the following areas to the Commission and to those charged with responsibility for running the meetings:

- Use data from the assessment stage (step 1) to suggest NGO's, business people or associations or informal citizen groups that can be used to help organize this meeting, get people interested, communicate about the meeting, extend invitations and stimulate people to come.
- Develop an agenda that balances the need for input and discussion against time constraints and the large number of people participating;
- Design the meeting to account for the likelihood that many of the participants in the meeting will be unfamiliar with participatory meeting and planning techniques;
- Balance work done in the large group against more participatory work done in smaller task groups;
- Identify appropriate times during the meeting that short, concise, targeted informational inputs would be helpful (e.g., shared experience about tourist development from a similar city with historical assets and seasonal tourism);
- Train a number of participants before the meeting in team facilitation skills so that they can lead the small group task work to get the most work done while optimizing participation;
- Decide on which techniques would be most appropriate to use to assist people in "voting" to get some "sense of the meeting" about ideas generated in small group task work;
- Agree on ways to summarize progress made at the end of the strategic planning sessions, and to communicate results to all participants (and others).

The results of these expanded Strategic Planning Sessions can then be used by the working group as it develops plans. We can provide some advice about how to integrate



outcomes into the work of the working group, and how about to communicate what is being used as well as what was not used and why.

As a last step in this initial meeting, the team will meet with the Mayor and other appropriate community leaders who have been involved in the working group and these expanded meetings to look at next steps, both to complete the economic development plan and to agree on the dates over the next year when it might make most sense for the Pilot LGPP team to return to provide short inputs of technical assistance and coaching.

Subsequent Technical Assistance and Coaching Interventions

During subsequent visits, the team reviews progress made by the working group (and subsequent spin-off task forces) and gmina staff, suggests mid-course corrections, assists with some direct tasks as appropriate (e.g., some team members might help design and assist in the facilitation of a commission or task force meeting), and provides input into the work program for the next period. The team might also continue to provide coaching input or advice for those gmina staff, working group members, or local Polish consultants who might be playing a lead role in key activities (for example, conflict management or negotiations training for those involved with leading meetings, task forces, or groups). Several TA and coaching visits might take place over the course of a year.

Helping to Build a Network at the Local Level

From the beginning, we would help make the city aware of related NGO's, Polish consultants and representatives of other Polish support institutions to help the pilot city get acquainted with various helpful networks (see *Section Four* of this module for further detail about other Polish institutions and individuals and other donors in the citizen participation and outreach area). This could be done both on the regional and national level.

RESOURCES AND TRAINING PLAN

Training and Deploying Polish Consultant/Trainers

The objectives of these activities are first to ensure that local expertise can be effectively oriented and managed for targeted activities in outreach, and second, to ensure that this expertise will continue to be available and match needs after external assistance is withdrawn.

It appears that the training profession within Poland is actively involved in experiential, adult-learning, and participative training technologies. These trainers have been used by a variety of institutes and programs (such as the Open Society network (OSN), FSLD, FISE and a variety of institutes and private consulting groups). Much of this initial training for trainers has been provided by Western sources (such as Rutgers University) and various US foundations. For the most part, these consultant trainers seem fully conversant with such techniques as small group discussion, participatory processes, facilitated round tables, case study, role play and other cutting edge technologies. While use of participative technologies is not quite at cult status, it is considered “the way” to train and has a strong philosophical support among the training community.

The challenge for deploying this expertise is to adapt and orient it to the needs of training for government leaders and gmina staff in the techniques of communication and outreach processes within the specific context and the real problems faced by local government. Much of this training population may not be familiar with participative training techniques, will expect a lecture with note taking, and may find the interactive approach, while new and interesting, an unfamiliar and untraditional process. Many of the trainers/consultants working today in the field are young and have come newly to this training technology and may not have the seasoned perspective and practical experience that many of the government and public officials will have. As well, many of the local government staff are themselves new to the roles they are now playing and will provide a challenge as a training population.

The approach to deploying this expertise will be to carefully orient local resources that are currently living and working regionally by creating a pool of citizen participation and municipal-outreach-specialized consultant trainers from the currently rich reserve of training talent that has been developed in related programs. We propose to conduct a public communications/outreach skill enhancement workshop for trainer/consultants. Formation of this core group of consultant/trainer expertise will provide a specialized resource for outreach and participation capable of using a broad range of instruments and specific products developed by the Pilot LGPP to support component activities. Selected members of this core group of trainer/consultants will work along side with the UIC training specialists and continue to work in their absence after technical assistance is withdrawn.

This workshop is designed to provide orientation to the approach and focus we advocate to outreach and citizen participation and train in the use of specific instruments. This would also include learning in the use of training designs and processes provided by the UIC training



leadership. It would include potential candidates from several geographic regions together, and perhaps some of the UIC technical staff preparing for assignments. The length of time for this skill enhancement workshop will vary, according to interventions. For example, a training process designed to train local officials in how to promote, conduct, and follow-up participative large community meetings could be a module that will need to be conducted. Orienting trainers to use it may be accomplished in a one-day format. Yet, the use of a diagnostic instrument for assessing community participation could require a day and a half of work and include field practice. Orientation to best practice for outreach and the essential philosophy employed would also be included in a basic program.

Following the orientation and skill enhancement workshop, selected local training consultants would join with the UIC training expert to work as appropriate and accompany the UIC team that is conducting its work of assessment and intervention. As described briefly in the Approach Section of this strategy module, all consultant teams should prepare for their assignments by preparing with a team planning meeting (TPM). The TPM will further serve to orient the Polish trainers to the specifics of an upcoming intervention or needs analysis process and to integrate them with the other component staff. We believe that this approach is consistent with the team planning model advocated under step one of the “Approach” as a general best practice for all work in the gminas and should be done as a matter of course.

Following the TPM, the Polish Consultant/Trainer for citizen participation and outreach will work with the team and serve as a counterpart to the UIC training specialist on the team. This activity will provide opportunity for the UIC training expert to provide individual coaching and on-the-job support. This will ensure that generic local skills in training will be tailored to the specific context required by the municipal staff.

Within a time period that will need to be assessed individually and contextually, the Polish management consultant/training will take the lead in conducting training activities, coaching, supporting and designing public participation and municipal outreach training events and activities. In some cases this will be supported by the UIC training expert, and in others it will not. The objective of this skill enhancement process will be to leave in place a series of local resources that can be called upon by local officials to assist over the long run after external assistance has been withdrawn.

NETWORK AND RELATED WORK UNDERWAY

Major Donors

The following donors and local institution have been interested in, and have conducted, training for gminas. In most cases their general area of work is described and key contacts are listed.

The three primary actors as donors in the sector are USAID, The British Know How Fund, and The EC PHARE.

USAID

A major program has been the *Democracy Network Project*, which has been implemented by the Academy for Educational Development to provide technical assistance, training and information services for non-governmental organizations participating in the Democracy Network Project (DemNet). The main goal of the DemNet is to help organizations participating in the project achieve sustainability and financial independence so they may continue to influence and develop public policy and extend the role of local government. The focus of this activity has been to work through the NGO community, which has been growing rapidly in recent years.

A model project involving community participation has been the *Lublin Neighborhood Partnership Initiative*. This program has received guidance and technical assistance from Planning and Development Collaborative International and the Harvard University Unit for Housing and Urbanization, Graduate School of Design from 1992 until the present. In this project the Urban Planning, Architecture and Construction Department of the city of Lublin worked with the residents of Bronowice (population 4,000, 80 hectares in area with 30 hectares residential) and Kosminek (population 2,000) in a revitalization and development project for these older districts, originally scheduled for demolition and reconstruction. A participatory planning process to engage residents in planning for the revitalization of their districts was undertaken. "A questionnaire was sent to every family to elicit information on living conditions, needs, priorities and hopes for the future. Regularly scheduled public meetings were held, motivated residents on each street became the planner's contact persons. In Kosminek, the planners interviewed every household in the project area. In both districts, the residents became aware of the role they could play in shaping the future of their neighborhood." [Lublin Neighborhood Partnership Initiative, Poland, Organizational Framework and Work Plan to Institutionalize the approach," Report prepared for USAID/RHUDO Warsaw, October, 1994, Mona Serageldin, Harvard University]



Know How Fund Poland

One program related to this area has been in the Local Government Assistance Programme (LGAP). The first phase of the LGAP has focused on technical issues. Program emphasis is now shifting towards the promotion of basic civic values with promotional materials, booklets and newspaper articles in active citizenship, accountability and rights.

EC-PHARE

The Phare Civic Dialogue Programme (Phare '94) aims to support the development of a pluralistic and democratic civil society through widening the range of action and strengthening non-governmental organizations, foundations and associations. It supports these principles by providing a computer data bank (JAWOR) that compiles data on NGOs in Poland. This includes information on around 4,500 organizations and their local branches. As well, an information center is maintained which collects Polish and foreign books and publications helpful to NGOs. As well, the program supports training courses relating to group management, financial support for operations, contract writing, accountancy, and operations of NGOs.

Network Resources

The following foundations and Organizations provide training and support for local democracy and operate as NGOs or consulting operations in the field. The first five have been described in Section 3 as potential sources for assistance within project activity and will not be redescribed here. They are:

- The Open Society Network
- FSLD
- FISE
- The Lower Silesian Center of Self-Government Training in Wrocław (DCSS)
- Policy and Action Group Ltd.

DIALOG, Białystok (A member of FSLD). Dialog began in Białystok, Poland, in 1991 as an experiment in democratic citizen participation in local government funded by the German Marshall Fund (see *Transatlantic Perspectives*, 1994). Since then, DIALOG/Białystok has matured into a community institution and in 1994 DIALOG/Poland was born with expansion into Opole and Kielce in 1995, in Sopot, Olecko, and Rzeszów, and in Będzin in 1996. DIALOG/Białystok is the lead city for DIALOG/Poland with staff specifically assigned to provide training and technical assistance to the other cities in the DIALOG network and other cities interested in strengthening citizens participation. The purposes of the DIALOG process are to:

- Establish permanent communications systems between citizens and local government;
- Create on-going programs of civic education-- civic issues, structure and function of local government, interaction of citizens with government;

- Develop collaboration between citizens and local government to solve priority community problems;
- Facilitate neighborhood citizen's actions to solve local problems without dependence on government.

Cooperation Fund (CF) is a State Treasury Foundation which focuses on developing, implementing and monitoring programs financed by international donors in order to make effective use of international aid. CF supports small and medium businesses, helps in developing Cooperative Banking and Credit Lines for the Agricultural Sector, organizes training and modernizes vocational education (new educational curricula), helps local communities to learn how to use the resources independently and efficiently, and to enhance citizen independent activity and participation in civil society. The Foundation also offers technical assistance and consulting services for Cooperative Banks and institutions serving rural business communities. It assists in the process of structural and ownership transformation in municipal enterprises in the development of new means for managing communal assets.

The Cooperation Fund implemented the Local Initiatives Program which helped to transfer the initiative to local activists and promoted democratic behavior to citizens. The program advocated the idea of partnership which integrated local communities and created the favorable atmosphere for the cooperation of state administration and local citizens. As the results showed, the local communities in Poland are full of enthusiastic and energetic people who have lots of interesting ideas and who want to discuss and implement them. The work on the local development plan in Bilgoraj, the creation of ecological foundation for the production of healthy food and the promotion of the gmina and region of Działdowo, the promotion of entrepreneurship in Kutno are all examples of such local communities. Behind the work of the CF in the area of citizen mobilization lays the assumption, that it is extremely important to integrate local communities through their work on the restructuring or development programs. It should be done by establishing the associations of local representatives who will then decide what are the most important objectives and will coordinate work of different groups and institutions involved in the process.

The Support Office for the Movement of Self-Help Initiatives- BORIS (a part of the Open Society Network) is a foundation whose goal is to strengthen and facilitate the development of the non-government sector in Poland and to offer them practical assistance in Warsaw and the neighboring voivodships. Their guiding principle is that "the best way of solving social problems is through citizens-self-organized and freed from the patronizing role played by the state." BORIS offers assistance in the area of expanding the management capability of the people working on social issues, advocates integration and cooperation between public administration and non-governmental sector, promotes cooperation between NGOs, and disseminates information on NGOs in Poland and abroad. It also organizes workshops and provides consulting for local groups interested in establishing non-governmental organizations and other professional volunteer centers.

The Institute for Democracy in Eastern Europe (IDEE) is a non-government organization whose goal is to promote democratic ideas by supporting a variety of social initiatives in Poland and other Central and Eastern European countries. It was founded in 1990 to promote citizen involvement in the formation of new democracies in Poland and Eastern Europe. It implements the program *Centra Pluralizmu* (The Pluralism Centers Program) whose goal is to promote information exchange and cooperation among groups and organizations working in the third sector. Their activities are focused on supporting NGOs and independent local press. The institute facilitates networking among NGOs by publishing a *Centers for Pluralism Newsletter* and computerized data base. Address: Skr.Pocz.311, Warsaw 00-950. Ph./fax :620-8358 email: idee@plearn.edu.pl.

Selected Current Projects in Civic and Democratic Affairs

The following presents a selected cross section of current projects. The samples illustrate a range of applications from ecology to schools, to newspapers, parks, housing, etc. currently underway in Poland where either citizen participation is working well, or could be enhanced. Numerous small projects have been funded by a variety of donors, foundations and private sources aimed at supporting young people and civic youth activities. These projects are funded at levels of \$10,000 to \$25,000.

IDEE (mentioned above) has a project "A Model to Transform Local Newspapers Subsidized by Local Authorities into Autonomous Local Press. Many of the emerging community newspaper have been subsidized from town revenues, which constitutes a potential conflict of interest because objective reporting and political use of local press could be compromised. The project is designed to transform the most of the nearly 1,900 local newspapers into sources of independent journalism. One of the activities underway is a Journalism education program provided by the Warsaw Journalism center in which training for public relations staff from selected cities have been trained. A course in media relations for the public and private sector is also provided.

Greenworks Association for the Active Protection of Animals, ul. Limanowskiego 7, 33-300 Nowy Sącz. Active since 1993, the Greenworks Association has been working with the citizens and gmina representatives of Beskidy Sądeckie mountain region to increase awareness and appreciation of their local ecosystem for long-term protection of mountain wetlands habitat and its associated flora and fauna. The association was successful in establishing the Rytro Gmina Ecological Park in cooperation with local government. Greenworks conducts field trips for school biology classes, works with the region's teachers to develop ecological curricula, promotes eco-tourism, involves local community people in campaigns for the census and protection of amphibians and reptiles, and conducts field research to evaluate and monitor the status of the natural environment. (A DemNet Project)

The Association of Young Democrats: Legnica Chapter (Stowarzyszenie Moodzi Demokracy Oddział Legnicy)

Zielona 16, 50-220 Lengruca
Tel/fax (48 76) 25825
Piotr Borys

The association conducts a civic involvement and youth leadership project with goals to establish five youth councils elected by the city's youth residents and involve 200 young people in developing and conducting civic-oriented activities in schools and neighborhoods.

PROM 2000 children and youth Foundation

ul. Dmowskiego 15, 59-200 Legnica, tel. 48-76 55-03-42 fax 54 75 15
Project Director Piotr Klanco, Wojciech Szandula

A foundation to foster civic participation on the local level by increasing young people's interest and ability to take part in the target community through participation in ecological and environmental activities.

Institute for the Study on The Foundations of Democracy

ul. Sosnowskiego 6 m. 9, 02-784 Warszawa
Tel. 48 22 43 92 66

The institute, registered in 1995, conducts academic research on the theory and practice of democracy and disseminates its findings. It cooperates with local and national citizen's groups promoting the development of a democratic state, and offers programs promoting education of democracy and civic participation in public affairs.

Project: Win Over Ursynow Youth to Democracy. The institute promotes participation of young people in electoral processes in 10 high schools. It aims to increase the level of knowledge about civics and democracy for children in 3 elementary schools by providing pro-democracy education programs, teacher assistance and youth leadership development. The Ursynow district of Warsaw has 100,000 residents in a bedroom community on the outskirts of the city.



The Progress XXI Union of Gminas Economic Association

Ul. Traugutta 2
6-200 Czama Białostocka

The association, established in 1994, participates in tourism trade shows, established the Business Support Center, published an Investment catalog and organizes festivals promoting 12 gminas. These 12 gminas are characterized by a high level of unemployment and challenging economic problems. The area has high potential for tourism but has lacked the skills and the knowledge and the investments to develop this potential. The goal of this project is to stimulate economic development of the region by establishing 50 agro-tourism sites, a system of tourism and economic promotion and a 15 year coordinated economic development plan for the 12 gminas. It is anticipated that the association will conduct civic advocacy initiatives once the funding support (now received from DemNet) has ended.

The Association of Małopolska Gminas (AMG)

ul. Grodzka 28, 31-004 Kraków

The AMG, registered in 1991, organized a conference on energy use law, the Małopolska Development Program for villages and Agriculture promotes the establishment of local radio and television stations. The association works jointly with this association and the Association for the Promotion of Entrepreneurship, voivodeship Assembly of Local Governments, volunteer organizations, gmina unions and associations.

The AMG project, "Citizen Involvement in Local Government," was formed to put into effect the intention of the Law on Local Government, which authorizes the establishment of citizen's committee to work on issues such as open space planning, building requests, business permits, assessing municipal services and technical infrastructure, improving the quality of life by sponsoring recreational, cultural and sports events. The goal of this project is to advocate with the councils of 5 gminas to establish these citizens committees in neighborhoods and districts. The purpose will be to directly involve citizens in local civic decision making. [DemNet-project]

The Point of View Association

u. Sienkiewicza 6, 57-500 Bystrzyca Kłodzka

The Point of View Association, registered in 1989, implements training and education programs for local government officials on such topics as working with the media and conducts workshops on ecology for biology school teachers and seminars on professional ethics for physicians. It holds meetings with national and local politicians to discuss issues facing the Wałbrzych Voivodeship, and sponsors the European School clubs and the European Youth Forum.

The nie nik Massif ECO/AGRO Tourism project is designed to strengthen the economy of the region (now experiencing high unemployment, failing farms and low income). The goal of the project is citizen involvement to promote the region as a tourist attraction, establish 200 new

agro-tourism sites at local farms to economically help local residents, and activate 20 school-based clubs to assist in environmental and agro-tourism activities. (This is a DemNet project).

Existing Sustainable City (type) Programs in Poland

UNCHS	Sustainable Cities Programme, Katowice
WHO	Healthy cities Program, Poznan, Torun, Lodz, Bialystok
ICLEI	Model Communities Program, Gdansk
USEPA	Environmental Action Plan Program, Ransom and Elk.

These programs use environmental or health issues as a way to engage people, to identify their concerns, and priorities. The issues cut across social, economic and cultural barriers. The programs have broad-based participation, diverse participation, and people not normally included in such processes. Many of these programs extend over an 18 month period or longer in order to meet their objectives. These programs follow a basic format of assessment and start-up, strategy and action planning, and implementation of follow-on consultation. Most of these programs operate on a memorandum of understanding (MOU) that requires in-kind contributions from local government or NGOs. For example, in the town of Ransom the EPA program required a 15% matching grant from the municipality. Sample results include: reduce exhaust emission from busses, improve water quality to reopen city beaches, reclaim land contaminated by industrial waste and improve solid waste management services.

RELEVANT LITERATURE

We have selected a few, key resources that are very good supporting materials that could be used as case material or as training support material for this component. Materials translated into Polish are indicated first. These materials can be used directly in training programs. We have also selected a few sources from the US that are very useful to communications and leadership training and have proven valuable as reference material for learners and trainers in program design.

Annotated Bibliography in Polish

FSLD, 1993. Dialog '1' Elementy (Dialog '1.' Key Elements.)

The material presents the Dialog Program implementation in Bialystok by the Forum for Intercultural Communication. It introduces the Dialog Program and its objective which is the strengthening of public participation in the project initiated by the gminas, and the promotion of cooperation between residents and local authorities.

FSLD, 1993. Dialog '2' Proces Planowania (Dialog '2.' Planning Process. Training material.)

FSLD, 1993. Dialog '3' Badania Socjologiczne (Dialog '3'. Sociological Research.)



The materials present the Dialog Program implementation in Bialystok by the Forum for Intercultural Communication. The name 'Dialog' symbolizes one of the most important means and principles which govern democratic behavior. The 'Dialog' Program is based on the assumption that democratic processes need citizens to be well informed about the problematic issues that concern them; when people are well informed - they are much more motivated to join the efforts directed at solving the problems.

FSLD, 1995. Grochem o Sciane...? Polityka Informacyjna Samorządów Terytorialnych. (Bang Your Head Against the Wall. Local Governments' Information Policy.)

This book examines information policy, defines it, and describes its role in a democratic society. It discusses the importance of, and attempts to define the open information policy under the Polish legislation.

DAI'GEMINI, 1995. Sztuka Lobbyingu w Polsce - Przewodnik. (The Art of Lobbying in Poland. A Guide.)

The report discusses the concept of 'lobbying' as a type of work performed in order to influence the decision-making process of the governmental bodies. Though the concept has a rather negative connotation in Poland, the report tries to show its 'good sides,' - how to take advantage of it and how one actually does effective lobbying.

FSLD, 1994. Spolecznosc Lokalna - Informacja-Wladza Lokalna. (Local Community - Information - Local Government.)

This training material discusses the local government information policy under the Polish law. It examines the information policy as a tool of getting more citizens involved, and getting them more actively involved in the process of decision making which directly influences their lives.

FSLD, 1996. Jak Wziac sie do Dziela? Przewodnik dla Obywateli. (How to get started? A guide for the citizens.)

The book is an outcome of the FSLD and LPD's Program aimed at citizen mobilization. The main body of the book serves as a guide for the people who want to get involved and exert influence on what's going on in their communities. It provides technical advice on how to form a group, discusses the skills necessary in any group activity, and presents case studies from the gminas which used the skills acquired at the FSLD's workshops while participating in the project.

FSLD, 1996. Gmina Jakich Malo. (Gmina - As No Other.)

The book presents the results of the contest organized by FSLD and sponsored by the USAID whose goal was to promote local initiatives in small and medium gminas (all below 20 000 inhabitants). It tells stories about ten gminas and their problems, and the citizens' efforts at solving them. It shows different paths the people in the gminas have chosen to pursue a common goal and to make a difference in their communities. It also mentions other local initiatives in the localities which did not get to the finale of the contest.

BORIS, 1996. Budowanie Zespołu. (How to organize a team.)

The paper discusses the importance of organizing teams and the advantages coming from working in a group. The paper gives instructions on how to build a team, how to choose a leader, how to communicate effectively, how to react to the conflicts within the group, how to make group decisions, and how to define roles and objectives of the group. It argues, that a lot of initiatives, in order to succeed, need a team approach which should be flexible and dynamic.

BORIS, 1996. Autoprezentacja i Kontakty z Mediami. (Auto-presentation and Contacts with the Media.)

The paper introduces the basic concepts from the field of public relations: effective promotional activities, publicity and the forms it takes, making public appearances and the contacts with the media. It offers a guidance on how to create a 'communication strategy' while working in groups and organizations in the non-governmental sector.

Cooperation Fund, 1995. Local Initiatives. Polish Experience.

The book presents the general discussion on the local development in Europe during the transition, the Phare Local Initiatives Program in Poland, and the examples of local activity in Poland since 1990. One of the basic principles of the LIP program was to encourage a variety of local groups to work together and to cooperate closely with local authorities. The book argues that there has been an enormous increase in civic activity in Poland



which was especially important for economic and social functions, but also contributed to the greater social integration.

Partycypacja Obywatelska W Zyciu Spolecznosci Lokalnej: Stan, Bariery, Rekomendacje; ed. Grazyna Prawelska-Skrzypek ("Citizen Participation in Local Community Life: the state of things, barriers, recommendations") Project material of the Foundation: International Center for the Development of Democracy, Cracow, 1996.

This book describes common welfare and the importance of clearly set rules - the basis of the citizen conformity to law or authority. The chapters are divided into the following subjects: the form and the character of citizen participation in the life of the local community, the gmina legislation on citizen participation, regional differences in citizen participation, NGOs in Poland during the time of transformation, the importance of citizen participation for local development, citizen participation in local economic development - theories and experiences (not a Polish author of this chapter), citizen participation in the revitalization of the cities' historical districts.

Annotated Bibliography In English

Rees, Fran. How to Lead Work Teams - Facilitation Skills, Pfeiffer & Company 8517 Production Avenue; San Diego, CA 92121, 1991.

Provides practical guidelines for leading teams in the workplace, including such issues as planning and implementing team meetings, encouraging participation, managing the group process, and building consensus. The text is a very practical summary of facilitation processes for working with groups and teams. It would be helpful for training municipal staff in outreach, facilitation skills.

Hesselbein, Frances, et al. The Leader of the Future, New Visions, Strategies, and Practices for the Next Era, The Peter F. Drucker Foundation for Nonprofit Management, NY, NY, available through Jossey Bass Publishers, 1996.

A compendium of new essays by leading thinkers in organizational development. Includes chapters on how leaders emerge, how leadership roles are defined, how partnering has become a primary skill of the successful leader, and how to inspire hope and purpose. Contributors include Charles Handy, William Bridges, Gifford Pinchot, Peter M. Senge, and Sara Melendez. The concepts related to a new role for leadership, the-leader-as-enabler of others is important for municipal staff as it begins to examine the changes required from traditional top down manager towards the manager as an agent of empowerment for others.

Katzenbach, Jon R. And Smith, Douglas K. The Wisdom of Teams, Creating the High-Performance Organization, McKinsey & Company, Inc. New York, NY, 1993

The national bestseller which offers valuable advice in the art of building teams for high performance. It is filled with real examples and specific recommendations for building and sustaining successful teams. It also offers insights into the long-term team process. The concept of partnership between managers and followers, and the partnership relations of "clients" is highly applicable to the dynamic that city government needs to develop with citizens-as-clients.

Kayser, Thomas A. Team Power: How to Unleash the Collaborative Genius of Work Teams, CRM Films/Thomas A. Kayser, New York, 1994.

A unique how-to resource for effective teamwork, centering on the process of collaboration. It is a guide for breaking the barriers that keep groups from being effective. This will be useful for understanding the practical applications of citizen involvement and the skills related to it.

Larkin, TJ and Larkin, Sandra. Communicating Change: Winning Employee Support for New Business Goals. McGraw-Hill, NY, NY 1994

This book provides critical lessons on how to deliver messages about organizational change, whether it's a new emphasis on customer service, quality management, or restructuring, so that it develops support and cooperation at all levels. It shows who should communicate change, where to get input when planning change, why communication is one of the most important aspects of implementing change, and how employees prefer to learn about change. The principles of effective communication with customers is very germane to the issues facing local government.

Plunkett, Lorne C. and Fournier, Robert. Participative Management: Implementing Empowerment, John Wiley & Sons, Inc. New York, 1991.

Participative Management is the first guide on how to make everyone in your firm integral to the decision making process. In clear, step-by-step fashion, this practical guide shows how to put the simple, yet innovative concept of "participative management" to work. The application to understanding the municipal system, including the public as clients, and viewing the system as one to manage with participation will be useful to municipal managers.